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MANPOWER ADMINISTRATION

From Migrant Stream to Mainstream

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MANPOWER ADMINISTRATION

To Wander No More

The poverty of migrant farm families has pricked the conscience of Americans for a generation but, by and large, there has been little significant change. Most migrants continue to live and work in conditions unacceptable to other Americans.

Today, changes in agriculture are exacerbating migrants' problems. New technologies and mechanization are rapidly making inroads into work that has long been theirs. Two years ago, the Manpower Administration began an experimental and demonstration project to explore ways to help migrants become part of mainstream America. In a 10-State program, rural public employment offices set out to offer a broad range of services to migrant families from south Texas, including help in settling out of the migrant stream. For a report on this project, see *From Migrant Stream to Mainstream* in this issue of MANPOWER. (A more technical report on the project will appear in a forthcoming issue of RURAL MANPOWER DEVELOPMENTS, published by the Manpower Administration's Rural Manpower Service.)

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COVER: Former migrant Cecilia Hernandez and Daniel, the youngest of her 11 children, in their Fayette, Ohio, home. U.S. Department of Labor photograph by Robert Moeser.

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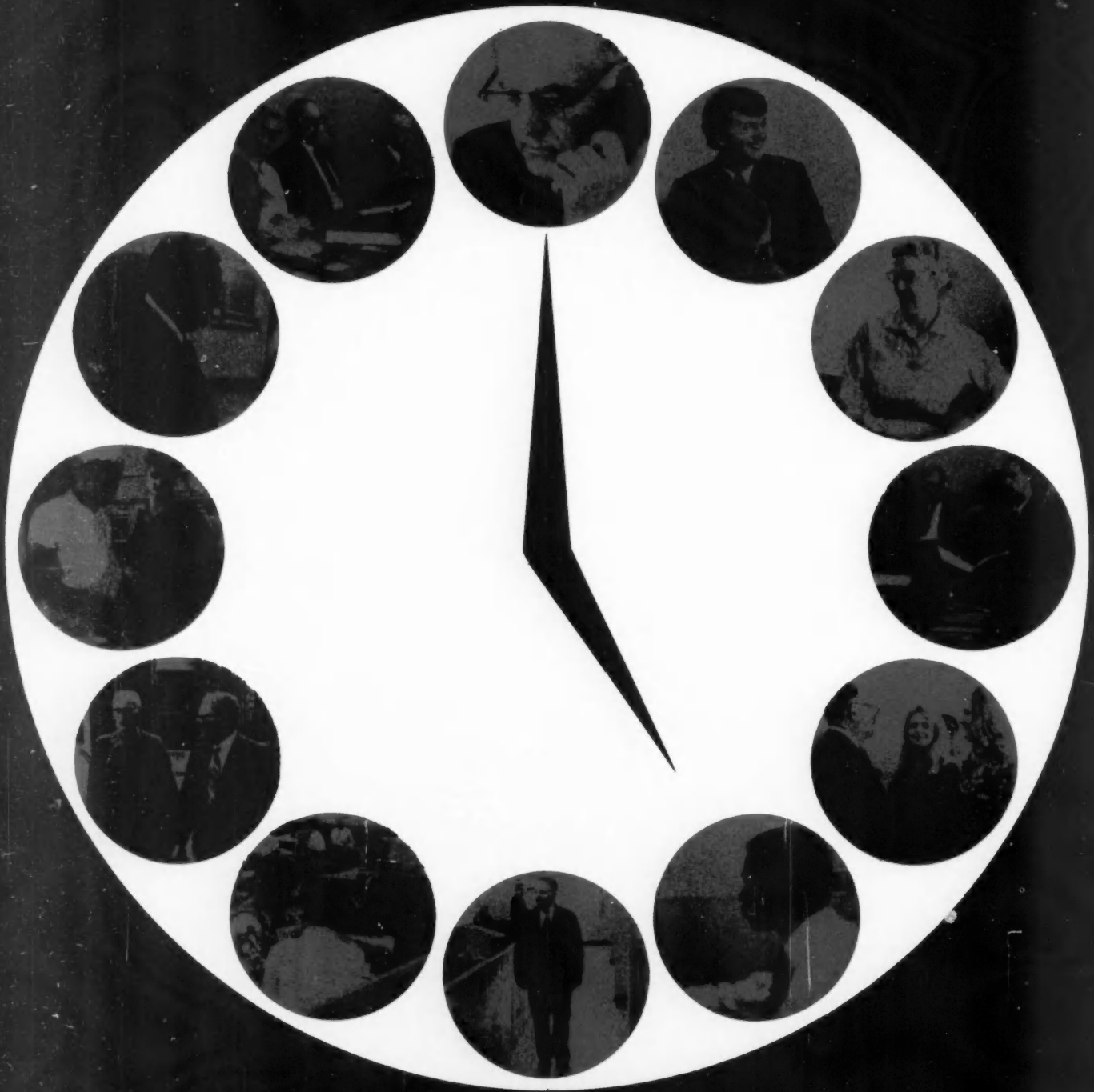
ALL IN A DAY'S WORK



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Proliferating Programs and Pressures Keep Employment Service Manager Busy

By Emil Michael Aun

When O. L. Burkeen says, "It's all in a day's work," he is covering a lot of ground. Like trying to wrangle a raise for a key employee who is eyeing a better job elsewhere. And finding a middle ground between competing pressure groups which want more jobs for their constituents. And mollifying an outraged citizen who feels he has been unjustly denied unemployment compensation.

Burkeen, 54, is manager of the Louisville office of the Kentucky Employment Service. On a typical day he might encounter any or all of these problems, and a host of others. Over a recent 2-day period he dealt with the Job Bank, Job Corps, ESARS, NATB, JOBS, a summer jobs campaign, WIN, jobs for retired people, STEP, CAMPS, MDTA, the Manpower Service Center, and the Youth Opportunity Center.

Not one of these programs and activities existed 10 years ago. In those quieter days, a majority of Burkeen's 90 employees worked in unemployment insurance. Job placement was secondary, job training virtually nonexistent.

Today, the office marches to a different tune, one more hurried and urgent. The dominant theme—in Louisville and similar employment service offices around the country—is jobs and training. Constituencies go way beyond the State and employers. The clamors for attention, for money, for help, for service, for statistics, pour in from the Federal Government, the city, minority pressure groups, veterans, community action agencies, the schools, and dozens of health and welfare agencies.

Burkeen supervises 22 branch and outreach offices and more than 200 employees, helps coordinate the activities of 42 agencies (including eight Federal ones) in the Cooperative Area Manpower Planning System (CAMPS), is responsible directly or indirectly for $15 million annually in manpower programs, and deals with more than 100 local health, welfare, and manpower organizations. At times he's like a referee in a ring crowded with heavyweights swinging at him as well as at each other.

On top of all the new programs, he still has the personnel and paperwork problems that plague any administrator—compounded by State civil service regulations and Kentucky's relatively low pay scale. After 20 years with the State agency—the past 10 as Louisville office manager—Burkeen earns about $16,000 a year.

Veterans Get Preference

Burkeen's workweek begins with a Monday morning meeting of department heads. And that usually is when the pressures begin. They may even come as part of good news, as when Louisville Job Bank manager Buford Abernathy announced that a way had been found to give automatic preference to veterans.

"New job orders go first to the veterans section, which has the rest of that day to fill them," Abernathy explained. "The second day, all unfilled orders appear on the computer," making them available simultaneously in employment service offices throughout the area. "Veterans get a 1-day jump."

Fair enough, but what about the disadvantaged? "Here we've responded to pressures from the veterans' groups and the State veterans representative," Burkeen said. "We're used to pressure from Washington for the disadvantaged. Now it's veterans. Minority representatives here are very concerned. You can't get away from it. They're opposing priorities."

Burkeen's concern was understandable. He has had his disagreements with representatives of minority groups and other disadvantaged people over the years. As recently as last August his office was criticized by the Louisville and Jefferson County Community Action Commission (CAC), whose staff is about half black and whose clientele is predominantly black.

"The big problem with the employment service is that it's too bureaucratic and job-oriented, rather than people-oriented," said Charles Tally, assistant director of the CAC's Comprehensive Manpower Program, in a newspaper interview. "In its haste to get people placed, and get more money from the Department of Labor to continue to expand the program, the agency either skims the cream off the top of the masses of people applying for work, or else expediently places them in jobs they cannot hold onto."

In response, Burkeen notes that about 4 years ago his office agreed to provide manpower services for the CAC's neighborhood service centers. These were to be one-stop service "supermarkets" in target neighborhoods offering the disadvantaged help on legal, welfare, health, education, and manpower problems.

"A new director of the CAC came in and wanted jobs now," Burkeen recalls. "He kicked out the whole plan. We wanted to employ the human resources development concept to develop skills for the disadvantaged, and give them orientation and counseling. We felt they had to be prepared for jobs first, before placement. He wanted immediate jobs. So they got some OEO (Office of Economic Opportunity) money and set up their own placement operation."

Tally's summary of the situation agrees with Burkeen's. And he agrees that the situation has improved greatly since last August. "Our relationship with the employment service had been bad until 8

Mr. Aun is associate editor of MANPOWER.

or 9 months ago," Tally said. "Since then, tremendous changes have taken place."

He noted that Burkeen had recently stationed a representative in CAC's manpower office to help the disadvantaged and was generally doing a good job of providing services. Even during the "alienation" period, the CAC referred the disadvantaged to the employment service for placement, counseling, and testing. They weren't speaking very much but they had a working relationship. And Tally admits that 4 years ago "no one really gave the employment service a chance to provide hardly anything before they were booted out."

He was not apologizing, however. "The CAC ought to push for affirmative action," he said. "That's what we're all about."

In his wry way, Burkeen agrees. He said he gets along well with the local chapters of both the National Association for the Advancement of Colored People and the Urban League. "The only criticism comes from the Community Action Commission. That's understandable, of course. They have to attack established agencies as they represent the poor." An ironic twist is that Burkeen was a member of the CAC's board of directors from 1963 to 1968.

Prejudice Still Prevalent

People who want jobs, of course, are only one side of the employment equation. On the other side are those who do the hiring—the employers. "We've tried to maintain a balanced approach in selling our services to employers," Burkeen said. "We do have a priority for the disadvantaged but we don't expect businessmen to take unqualified people. Some employers resent our referral to them of people they think aren't qualified. They say they won't do business with us anymore." But Burkeen doubts that very many employers actually stop using the service. "Some may not hire the disadvantaged but they won't stop doing business with us on account of it."

Employers do not want to hire people with long hair and a poor appearance, even though they are qualified, he added. "They still expect the nice clean-cut type of applicant." And racial prejudice by employers "is still prevalent," he said.

On the other hand, some employers are eager to hire "qualified" black applicants to meet Equal Employment Opportunity requirements. "We cannot accept an order that has a discriminatory specification," Burkeen explained. "Our biggest problem with some employers is that they specify blacks. They have Government contracts and they need the blacks. The order taker has to say he's sorry, he can't accept the order. The employment service manual forbids it. He has to refer both whites and blacks."

Trying to enforce this policy, he said, "has cost us employer good will." Employers evaded the regulation by placing job orders with the Louisville Urban League, most of whose job-hunting clients are black. "We lost that business till recently," said Burkeen. "Now we have worked out an agreement with the Urban League and we have staff members in both of their offices."

Burkeen says that "in actual practice we make a special effort" to send blacks to employers who want them. During calendar year 1970, blacks accounted for some 34 percent of the Louisville office's 53,500 applicants and 41 percent of its 15,300 job placements.

While acknowledging that efforts to place the disadvantaged have "hurt us some," Burkeen feels his office's overall relations with employers remain good. "Remember, employers and private placement agencies are under the same pressures to hire and place the disadvantaged as we are, though they don't get the close scrutiny we do.

"Until recently we filled about 20 percent of the new hires in the community, about all we could handle with our resources. Our placements have been dropping the last few months but that's due to the economy."

Louisville's unemployment rate during 1969 was only 2.8 percent. By April of this year it was about double that. "Two years ago employers would say, 'Send the guy out if the body is warm,'" commented one of Burkeen's department heads. "Now they want something better."

Demands by employers for more highly qualified applicants touched off a spirited discussion at the Monday morning staff meeting. Abernathy argued for getting more information on job orders, such as an employer's need for a typist who could do 60 words a minute.

"Does that mean we have to test experienced people?" asked Ben Bewley, Burkeen's deputy. "What's wrong with testing?" Abernathy demanded. Labor market information manager Shirley Watson said one of the employment service's strongest selling points is sending tested clerical help to employers.

"It's in conflict with our manual which says no testing of experienced applicants," Burkeen pointed out. He said for a while his office tested applicants to compete with private employment agencies, but it was no longer permitted. (U.S. Training and Employment Service officials say that "when the employer's requirement is stated in terms as specific as 60 words per minute typing speed, it would be necessary to test even those who have had recent successful employment in the same occupation." The EMPLOYMENT SERVICE MANUAL, however, is not clear on this point. It states that "the clerical skills test should not be used in situations" in which "there is conclusive evidence of the applicant's qualifications, such as recent employment in a job in which the skills are important.")

Testing Compromise Reached

"A skilled interviewer can tell if an applicant is experienced," Bewley contended.

"Remember they're sometimes up against experienced story tellers," Mrs. Watson countered.

Unemployment insurance manager Roosevelt Wash told of an employer who had hired dozens of supposedly experienced clerk-stenographers through the employment service and found that their performance did not meet job requirements.

Abernathy added that some employers are now calling for secretaries who know shorthand and can type up to 85 words a minute—for $350 a month. "We say we'll try but that the order is not realistic."

They arrived at a compromise. They would test applicants whose skills were doubtful and meanwhile work on employers to be more realistic.

The Jobs Opportunities in the Business Sector (JOBS) Program also popped up at the Monday meeting. The Louisville JOBS organization is currently working on a $1 million contract to place 520 disadvantaged in jobs on a hire-first train-

later basis with private industry.

"I could put 80 to work today if I could get approval from Atlanta," JOBS Program manager Frank Rayburn told Burkeen. "The employers and the potential employees are ready." One employer offering 25 jobs in nursing homes had been waiting since December. Cause of the delay apparently was the recent closing of the Manpower Administration's district office in Lexington and shifting of the work to the regional office in Atlanta.

JOBS arouses a slight tinge of envy in the Louisville office. "It's an expensive program," said one staffer. Manpower funds are limited and the money, many employment service people feel, would go a lot further and do a lot more good if spent for on-the-job and classroom training under the Manpower Development and Training Act (MDTA).

After the staff meeting Burkeen tried unsuccessfully to return a call from the Kentucky Department of Economic Security's fiscal officer in Frankfort, the State capital. "It's a continual fight to keep my staff and my slots," he explained. "I have only one slot open and I have to use it to rehire a counselor who has just been discharged from the Army and has reemployment rights. What I really need is an industrial services representative to work with employers. Now I have to try to get another slot."

Pay and personnel are among Burkeen's most nagging headaches. One of his department heads, a manpower expert trained by the Louisville office, left 5 years ago, to join the local community action agency at a jump in pay of more than 25 percent. Later he moved to the U.S. Department of Labor and then to the Department of Health, Education, and Welfare. He now earns nearly twice his 1966 salary. During the morning meeting, Burkeen was informed that two more of his men were getting ready to jump.

"We train them and they go to the Federal service or private business," said Abernathy.

Burkeen interrupted his busy work schedule several times in the 2-day period to call Frankfort to get two key employees reclassified and boost their pay. All the necessary paperwork had been done, but "you don't automatically get answers," Burkeen said. "You have to follow up on almost every piece of correspondence." The result was a turndown on one, no decision on the other.

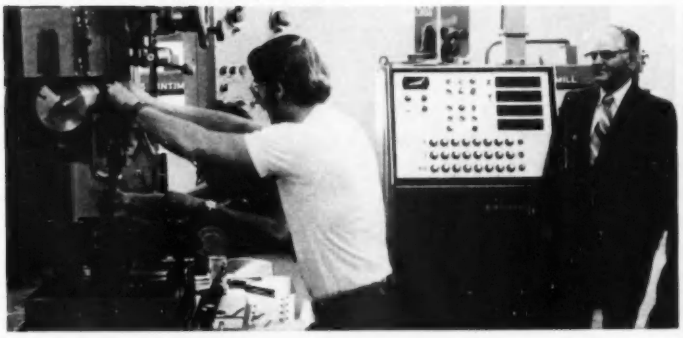
Burkeen is under almost constant pressure to hire minority workers. He is prodded by the Department of Labor's Manpower Administration and the Equal Employment Opportunity Commission (EEOC), as well as by various black groups. "We have trouble getting black employees because our minimum qualifications are too high and our salaries are too low," he said. "Any black that can meet State qualifications can make more elsewhere. We make special efforts through the Urban League and the Community Action Council and we'll bend every rule we can. Our excuses are not acceptable to the Manpower Administration and the EEOC and the blacks but we honestly can't do anything here. We're governed by the State."

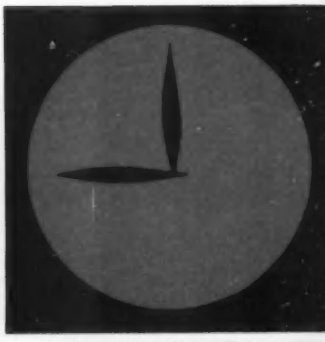
Some 12 percent of his employees are black, a fraction of a percentage point below the proportion of blacks in the population served by his office, and nearly half of them are in administrative, managerial, technical, or professional positions.

Not only does Burkeen have to maneuver between State requirements and Federal priorities, he sometimes is caught between the conflicting demands of his staff and other local agencies. Late Monday afternoon some staff members who had been discussing welfare at lunch resumed the conversation in Burkeen's office. The welfare division is required by law to refer clients to the employment service for training and other help they need to move them into jobs.

"Some social workers don't want their clients to go to work," one staff member said. "They think they should have a choice of working or staying at home,

On a tour of Jefferson County Area Vocational School, after attending a meeting there on rural manpower problems, Burkeen watches two students demonstrate how a horizontal mill works and listens to commercial cooking instructor Browniebell Porter advise student John Daniel in the art of pan frying chicken.

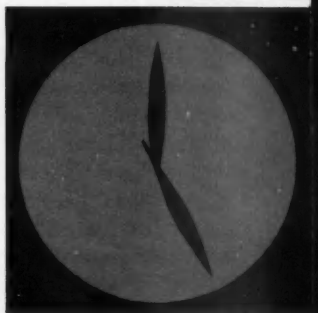




A DAY'S WORK *continued*

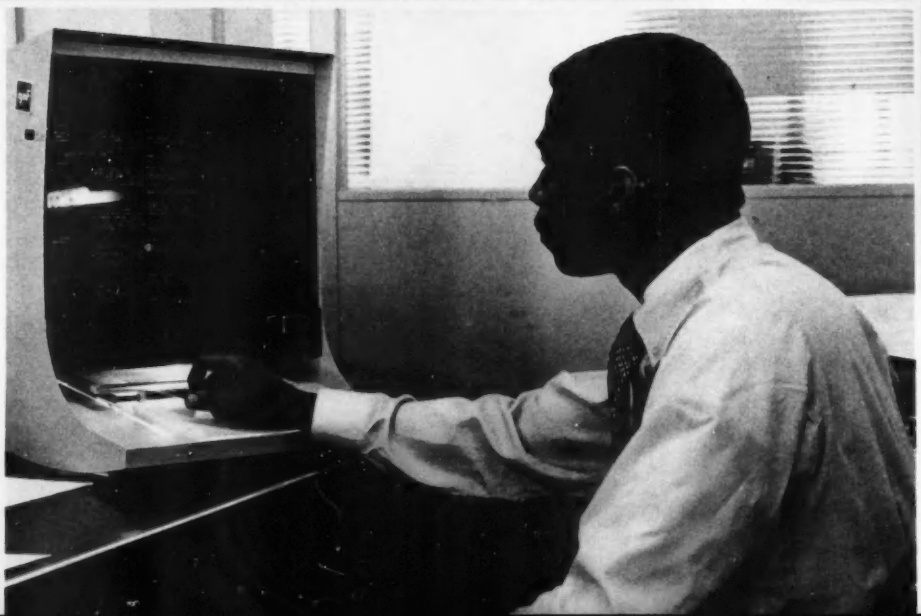
Burkeen (left) presides over the regular Monday meeting of department heads attended by (clockwise from Burkeen) Shirley Watson, labor market information and reports; Buford Abernathy, Job Bank; James Marion, placement; A. B. Jones, Cooperative Area Manpower Planning System (CAMPS); Tom Knight, Manpower Service Center; Roosevelt Wash, unemployment insurance; and Ben Bewley, Burkeen's deputy.

Seeking word on two employees he wants reclassified, Burkeen talks to a personnel official at Department of Employment Security headquarters in Frankfort, the State capital.



Two job-hunting University of Louisville coeds, Barbara Kalkhof (right) and Janie McCartney, find out from Burkeen that they are slightly off course. They got into the industrial and service placement unit by mistake; he directed them to the professional placement section.

An afternoon tour of the office takes Burkeen past the placement counselors' desks (above), each of which is equipped with a Job Bank viewer.



Louisville placement counselor Ronald Perkins uses his Job Bank viewer to locate job openings for applicants.

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"When you're 69 people think you can't walk," Bruce J. Welsh (center) tells Burkeen and J. T. Salter (left), manager of the Retired Workers Office, as they stroll near the apartment complex for the elderly where the office is located. Welsh has found four jobs through the retired workers unit.

Discussing an opening on his staff for a badly needed research analyst, Burkeen enjoys a light moment with applicant Robert Walker and Shirley Watson, labor market information and reports manager. During the interview with Walker, a recently discharged veteran with a bachelor's degree in business administration, Burkeen stressed the fringe benefits, security of the job, regular hours, and in-service training opportunities, rather than the starting salary of less than $7,000. "I just love hiring veterans," Burkeen said happily when Walker decided to take the position.

even if they're able-bodied. Why, with food stamps, cash, medical and other social services, a welfare family in Louisville gets the equivalent of about $500 a month."

Burkeen stayed out of the discussion. In Kentucky both welfare and the employment service are part of the Department of Economic Security, and in Louisville they occupy the same building. Despite differences of opinion, they must work together. And, in a sense, Burkeen is the welfare office's landlord, since along with his other duties he is building supervisor.

A key element in Burkeen's operating philosophy is to maintain close personal relationships with a variety of community organizations, both to keep them informed and to seek their support of employment service programs. He is an indefatigable meeting goer. His resume lists 50 organizations he now belongs to or has been active in during the past 20 years. They range from the Lions Club to the Health and Welfare Council, and include business, civic, manpower, professional, and religious organizations. Most of them, like his Community Action Commission board membership and CAMPS chairmanship, relate to his job. And his membership is more than nominal. He has won 17 awards for outstanding service to these organizations, including two Presidential citations.

Attends Many Meetings

"I do spend a lot of time making speeches and attending meetings," he said. "It's the only way I've found you can get involved with the community and project the image of the employment service as a vital organization."

He spent Tuesday morning at a meeting of the District Agency Committee, an organization backed by the University of Kentucky Agricultural Extension Service to pull together the efforts of all public agencies serving rural communities. Besides urbanized Louisville and Jefferson County, Burkeen has four rural counties in his administrative area. A series of talks on rural industrial and manpower problems took up most of the morning. The meeting was held at a vocational school used by the employment service to train many Work Incentive (WIN) Program and MDTA enrollees, so Burkeen

took advantage of his visit to tour the facility and talk to trainees and instructors.

Back at his office after a hurried lunch, he found a stack of messages. He returned a phone call from the State fiscal office which was "fussing because we hired one clerk-typist under STEP and it hasn't been funded yet."

STEP stands for Supplementary Training and Employment Program. The Louisville proposal had been approved by the State earlier in the month and was in Atlanta for Federal funding. The proposal would provide 210 training and work experience slots in government or nonprofit corporations for Louisville area residents who had completed a Federal job training program but were still unemployed.

Burkeen was due to meet with the mayor and his department heads later in the day on STEP. In the meantime he decided to pay a quick visit to the Retired Workers Office located in a new high-rise housing project for retired people.

'They Saved My Neck'

The office's one full-time professional, J. T. Saiter, and four volunteers have been placing about 50 people a month. Most of the applicants are over 60 years old and draw social security. Burkeen informed Saiter that he was working on a 30-day extension to prevent Saiter's automatic retirement at age 65.

Bruce J. Welsh, a 69-year-old applicant, stepped forward to shake Burkeen's hand. "These people are wonderful," he said. "They've found me four jobs. They saved my neck when I needed work. When you're 69, people think you can't walk."

Burkeen's next stop was City Hall. Mayor Frank Burke, his city manpower coordinator, Richard Beliles, and about 20 city department and agency heads were assembled to hear about STEP from Burkeen and A. B. Jones, his CAMPS manager.

Burke told the city department heads he wanted as many agencies as possible to use this Federal manpower program.

"It'll help us with our unemployment problem," Beliles added. "It'll help us get some needed work done, too." He said there would be no cost to the city. "Your supervision will be our in-kind contribution."

Jones told the group priority would be given to unemployed people who had completed such manpower programs as JOBS, MDTA and Job Corps. They would be paid $2 an hour from Federal funds and would be assigned to whatever city agency could make use of their talents for up to 26 weeks.

"The user agency is not compelled to hire the enrollee for a permanent job after STEP ends, but it is desirable," he said.

"Tell us the job you want to be filled and we'll send trainable applicants," Burkeen added. "They're not to replace any employees you have now but they will enable you to catch up with any backlog of work caused by a shortage of employees."

"Can they be fired?" one department head demanded.

"Our professional staff will work with you on problem cases," Jones said.

"But can they be fired?"

"We'll work with you, and if it doesn't work out, they can be fired, as a last resort."

Jones and Burkeen fielded a rapid-fire series of questions. The meeting adjourned. It had taken only a half hour.

Back at his desk for the remainder of the day, Burkeen worked on a number of matters:

- The annual summer jobs campaign in cooperation with the Louisville Chamber of Commerce.
- Getting the building's air-conditioning fixed.
- Cutting down on paperwork by not having Employment Service Automated Reporting System (ESARS) forms filled out on summer applicants until they actually received a service.
- Trying to convince urban renewal planners to spare a building marked for destruction so it could be used as part of a new skills center site.
- Scheduling training dates for his counselors on use of the new Nonreading Aptitude Test Battery (NATB).
- Listening to an employee's complaint about the State's 8-cent-a-mile car allowance.
- Finding out if the forthcoming skills center honoring Whitney M. Young, Jr., the late executive director of the National Urban League, could be funded nationally to avoid draining away money from his office.
- Accepting a Chamber of Commerce request to address high school students on "Job Opportunities for the Next Decade."

He also tried to assist a friend who telephoned and asked for help in finding a job.

"It was worse until last week," said his secretary. "Our offices were on the first floor then and everybody dropped in. A lot of the people looking for work or trying to draw unemployment compensation wanted to see the top man."

Burkeen laughed. "Now Bewley gets it," he said, referring to his deputy whose office was still downstairs.

On his way home, Burkeen expressed satisfaction with the meeting at the mayor's office. "It's good to have a solid working relationship with the city," he said. "If the President's manpower bill goes through, then we can continue to have a smooth operation."

Not Interested in Excuses

President Nixon's proposed bill would place primary responsibility for manpower programs in the hands of the mayor in cities the size of Louisville.

"In some cities, local manpower program officials are panting to take over (from the employment service and other organizations) and they'll raise a lot of hell like the CAC did in the early days till they learn to relax and use the professionals.

"The CAC still expects us to do some things we can't do. They'll send us a man on narcotics, or an alcoholic. They're not ready to place. If we do, they won't stay long. They need to get their medical problems cleared up. It takes time. A lot of people expect the employment service to do things we're not equipped to do and not supposed to do. You do a person a disservice if he's placed in a job and medical problems cause him to lose it."

He smiled as he plunged through the traffic. "No agency can escape criticism and be free of weaknesses," he said. "But the man out of work isn't interested in a lot of agency squabbling or in excuses. What he wants is a job and we try to find one for him. We place a lot of people." □

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News & Notes

The number of university students getting doctorate degrees continues to rise, despite claims that the job market can't absorb them. According to the National Research Council, 14.4 percent more research Ph.D.'s were granted in 1970 than in 1969. "The Ph.D. pipeline is a long one and it can't be turned on or turned off in a short time," said Dr. Lindsey Harmon, research director for the Council's Office of Scientific Personnel (OSP). "Several years ago when there was a great deal of interest in certain fields, such as physics, people started through the pipeline. At this point, they can't just stop, so most decide to go on and get their degrees and hope for the best." And opportunities apparently are better than reported. "They are getting jobs," says Dr. Wayne Hall, OSP's director of fellowships. "They may not get as many offers as their predecessors a few years ago and they may not get their first job choice or even a job in the same specific field as their doctoral work, but most are not going jobless."

* * *

The Supreme Court has ruled that States cannot suspend unemployment compensation payments to a person out of work while his latest employer challenges his eligibility. A majority of State laws are out of conformity with this ruling and apparently will have to be amended, according to the Manpower Administration's Unemployment Insurance Service.

* * *

New Jersey farmers can no longer use the State's trespass law to keep government officials from visiting migrant farmworker camps. The State Supreme Court ruled against the farmers in a case charging they were using the trespass law to bar Federal and State officials from helping black and Puerto Rican migrants living in squalid camps throughout the southern part of the State. "Title to real property cannot include domination over the destiny of persons the owner permits to come upon the premises," the court ruled. "Their well-being must remain the paramount concern of a system of law." The court added, "We are satisfied that under our State law the ownership of real property does not include the right to bar access to government services available to migrants."

A job shortage for clergymen? There is, according to Mainstream, a company which specializes in placing clergymen in other jobs in 10 cities. There are simply more ministers than parishes. And when they look for other work, they want something completely different. "In general, clergymen don't want to get into what you might call related fields," said Mainstream's Philadelphia manager, a former Episcopal priest. "Anything but. They go into all kinds of sales, stocks and bonds, fund raising, public relations, management."

* * *

Although experiments with the 4-day workweek have been getting most of the attention recently, the 7-day week is being tried in the chemistry section of the pathology laboratory at the Latter-Day Saints Hospital in Salt Lake City. And most employees seem to like it. They work a 70-hour week, then get a full week off. That means 26 free weeks a year. "I'm finally getting housework done, seeing old friends, and going out to lunch," said one enthusiastic employee.

* * *

The Manpower Administration has shortened the name of its Farm Labor and Rural Manpower Service to, simply, the Rural Manpower Service. The switch signals a new emphasis on serving all rural people, not mainly farmworkers.

* * *

The International Union of Operating Engineers, AFL-CIO, has trained 2,230 jobless or underemployed persons under two Labor Department contracts in 4 years. The Manpower Administration has granted the union another contract, this one for nearly $1.7 million, to train 810 more.

* * *

The Manpower Administration has revised its contract with the National Association of Home Builders to increase from 1,000 to 2,600 the number of soon-to-be-discharged servicemen to be prepared at military posts to enter bricklaying as apprentices or trainees. The amount of the Project Transition contract has been increased from $239,000 to $549,000.

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From Migrant Stream to Mainstream

10-State Project Tests New Routes to Better Life for Itinerant Workers

By PATRICIA MARSHALL

"Some people say we are dirty Mexicans," Hortencia Agado said, her black eyes snapping. "They think we came here to take away jobs!" She hit the spotless counter of the A & B Cafe in Rupert, Idaho, with a washcloth and wiped hard.

But Mrs. Agado makes it clear that she intends to be as strong-willed as circumstances demand. "My children are not going to be without education, like my husband and me," she said. "We are just like the pioneers. We came here to find new lands for our children."

Mrs. Agado is the A & B's new proprietress, as well as its cook and waitress, having taken over the business name and quarters of an earlier entrepreneur. The migrant season in south Idaho had just begun, and Mrs. Agado felt certain that the 4,000 Mexican Americans expected in the area to work in the fields this spring and summer would give her young enterprise quite a boost. Hand-lettered signs in the cafe's front window announced, "Yes! We're OPEN" and "Mexican Foods." Her specialties are homemade tacos, enchiladas, rice and beans, and Mexican sausage and eggs.

Delfino Agado, her husband, has a good job in a nearby potato-processing plant. Three of their four children are in local schools, and the youngest will start in the fall.

The Agados are former migrant farmworkers from Brownsville, Tex., who settled out of the migrant stream last year as a result of the help they received in a program funded by the U.S. Department of Labor's Manpower Administration. The 2-year experimental and demonstration project began in 1969. Its purpose was to explore ways to help migrants either leave the migrant stream or, if they wanted to remain in it, to get any supportive assistance they needed.

The project also made it possible for local employment service offices to test new methods of dealing with the migrant worker. In the past, the rural manpower units (significantly, they were then called farm labor units) of these offices did little more than supply workers to growers. Now they also were asked to concern themselves with the needs of migrant families—to help them get manpower training, language instruction, basic education, medical care, and the like. This new emphasis was similar to the change in urban employment services a few years ago when the development of manpower resources became a primary goal.

Target areas for the demonstration were selected in 10 States, nine of them with a heavy seasonal influx of migrants. The targets included four counties in the lower Rio Grande Valley which are the home bases of migrant families, and 17 local employment service areas in the so-called "demand" States—Idaho, Illinois, Indiana, Michigan, Minnesota, Ohio, Oregon, Washington, and Wisconsin.

Of the Nation's three main migrant streams, which flow from Texas, California, and Florida, the Texas stream is the largest and draws nearly half its population from the Rio Grande Valley. Every spring as soon as snow melts off northern farmlands tens of thousands of men, women, and children, almost all of them Mexican American, begin emerging from the valley. They travel by truck and jalopy up the west coast or fan out into the U.S. midcontinent to plant, tend, and harvest crops.

Their poverty, like that of other migrants, has been called a national disgrace. It is rooted in many complex and interwoven factors, some originating in mainstream America and some in the migrants' own culture.

South Texas migrants' poverty is fed by geography and tradition. Not only are the counties north of the U.S.-Mexican border largely agricultural, but south of the border there is a readily available source of unskilled labor to work the Texas land and to fill jobs as sales clerks,

Hortencia Agado—new entrepreneur in Rupert.

Mrs. Marshall is assistant editor of MANPOWER.

Former migrant Delfino Agado repairs a conveyor at an Idaho potato-processing plant.

maids, and general laborers. Thus the south Texas migrant is caught in an economic pincers movement. He must endure labor competition from Mexico while trying to contend with increased mechanization and use of new farming practices in the northern States.

Nationally, seasonal employment of migrant workers last year dropped 32 percent from the number employed in 1961 as a result of changes in agriculture. These changes are now coming rapidly. This year in Idaho a large number of electric beet thinners are being introduced. Each one, it is said, can do the work of 25 persons who thin beets by hand. Farm experts say the accelerating trend toward mechanization and new farming methods is traceable, at least in part, to mounting labor costs. They cite examples of growers who, when faced with a choice between investing in adequate housing for migrants or in new techniques and machinery, opt for the latter because they would be adopting the changes in the next few years in any case.

Against this backdrop stands the south Texas migrant worker—part of a tremendous unskilled work force for which few jobs exist at home.

Rather than attempt a wholesale solution to unfamiliar problems, the Manpower Administration project started with a limited sample of 750 families selected in Texas before the migrant season by rural outreach interviewers (ROI's). The ROI's learned the services these families would require either in the northern States or upon their return to Texas. Did the head of the household speak any English? Was it enough to enable him to enter vocational training classes, or would it be best if he took adult basic education first? How many children were of school age, and would they travel with their parents? Would others need day care while their parents worked in the fields? What was the state of the family's health? How recently had they received medical examinations, dental care, and eye checkups?

Information from questions of this type was entered on one-page forms and sent ahead of the families to employment service offices in target areas on their route. This was to allow time to plan ways to meet specific needs in the short periods families would be in each area as well as to avoid repetitious questioning at each stop.

Mrs. Agado gets some advice from rural outreach interviewer (ROI) Blanca Ingram on salary payments and social security deductions for the employee she plans to hire for her cafe.

Many Families Stray

In the North, the forms arrived but sometimes the families did not. They had gone elsewhere—to a neighboring State or to a different part of the country, especially if they were traveling on their own rather than under the auspices of a work crew leader. Weather sometimes caused a shift in plans. In the first year only 54 percent of the sample families were contacted by all northern States during their migrations and it sometimes took a long time simply to locate one family.

To keep a full-fledged project going, the northern States supplemented the sample group they were able to find with other migrant families. In most cases these were families still in the migrant stream who needed help. A few had recently settled out—and needed help if they were to remain.

The northern States, too, hired ROI's, most of them Mexican Americans and many of them former migrants. This was a major step. Few employment service rural offices previously had Chicanos on their staffs, and none had persons assigned to work only with migrant families.

There were problems in ROI employment. Often these workers lacked educational qualifications required by State civil service regulations at their salary levels and there were no provisions for crediting their competence in two languages and two cultures. As a result, most ROI's got temporary positions. Some have since been made permanent; others are still waiting.

Local offices had to make many internal adjustments. One State coordinator in the project put it this way: "Bureaucracy spins like a gyro. When you change the direction of spin, you get sparks. We were asking considerable freedom of action for ROI's to permit them to be effective. Often they had to function outside our regular channels of communications, regular chains of command, and regular office hours."

After training, ROI's in his area were told they had freedom to do anything they could defend, this source said. While not all target areas put it so emphatically, they generally permitted the ROI's wide latitude as an essential part of their outreach work. In only a couple of isolated instances did the "waves" made by an ROI threaten to engulf a local office. More often, local offices accepted the fact that efforts to help the migrant might generate a great many ripples.

The ROI's played a key role in the project and needed dedication and a broad background. They had to be sensitive to migrant views, know local resources, be able to deal skillfully with a variety of agencies, be willing to work odd and long hours, and be able to exert pressure in meeting migrant needs.

Those twentieth century pioneers in Idaho, the Agados, needed extensive help from an ROI before they could settle out in Rupert. In the spring of last year, the Agados were staying in a local migrant labor camp. Expecting to get work on their own, they had not come with a crew leader. To their dismay, a cold, wet spring delayed work in the fields. Mrs. Agado remembers the period as one of despair. "We were living in the labor camp with the dirt, the roaches, and no work—then Blanca walked in and said she would try to help. We thought she was an angel."

The Agado's angel was Blanca Ingram. Born in Mexico in 1949, and now an ROI in the Burley area employment office, Mrs. Ingram learned the hard way about the life of many Mexican Americans in the

Mexican American migrants tie and stake cords for hops to grow on in a Washington field. Workers on the truck tie the cord to wires strung over the field. The stakers, who often include women, run behind the truck and press the cord into the ground.

U.S. She had to overcome language problems when she started school—and did so well that she graduated from high school with awards for languages and citizenship. Later, she worked in a potato-processing plant until she entered an Office of Economic Opportunity center where she did secretarial work, became acquainted with self-help housing projects, and for a time taught adult basic education at migrant camps—all work that was to stand her in good stead as an ROI.

It took months of energetic work by Mrs. Ingram to help the Agados put down roots in Idaho. Unlike most migrants, Delfino Agado had a skill—using Army and veteran's training, he had worked for a time as a mechanic in Texas. Still, there are few nonfarm jobs in rural Idaho and most of these are in food processing where seasonality, a traditional enemy of the migrant, cuts deeply into year-round employment.

It was hard to find Agado a permanent job, and hard to find low-cost housing outside the labor camp. Emergency funds were obtained from the experimental project for food, rent, and utilities to tide the family over until a paycheck from a temporary job came in. It also took sympathetic insight when the young Agados had trouble adjusting to the local schools (indicative of the culture gap to be crossed is the fact that one of the teenagers got only a "C" in Spanish the first term).

Bilingual 'Buddies' Help

Homesickness came and went as events lowered and lifted the family's spirits. Finally, in the fall both adults got work in the same plant, Delfino as a maintenance mechanic and Hortencia on a potato-processing line. He is now making $2.76 an hour, while she worked only long enough to save money to open up her restaurant in rented quarters.

Agado works in the food-processing division of the J. R. Simplot Co., which has a peak employment of more than 1,000 persons a year. Nearly a quarter of the employees are Mexican American and many are one-time migrants. The company's experience with the ex-migrant is good and its attitude is understanding. "Sometimes we have to have a lot of patience with them at the start because of a language barrier," Lowell Dayley, the personnel manager, says. And he adds: "Picture me going to rural Mexico and getting a job in my field without knowing Spanish. I'd have big problems." The company has adopted the buddy system—use of a bilingual fellow worker—for employees who have not yet learned English.

At Simplot, one can see the importance of nonfarm work in successfully settling out migrants. Not only is there a dependable source of income in winter months (Simplot employment falls off in the spring when the firm has completed its processing of the last year's potato crop) but there are also fringe benefits.

After a worker has been employed for 6 continuous months, his hospitalization insurance premiums are paid in full by the company and the company pays 60 percent of the premiums for coverage of his family. A different—but perhaps even more important—"fringe benefit" is exposure to the Anglo world, rather than the isolation from it that is typical of the migrant culture: Union organization; spoken English at work, which permits learning on the job rather than in an after-hours classroom; and continuous schooling for the worker's children rather than the broken pattern of education that blights the future of the migrant child.

Precise information on how many migrants in the nine "demand" States chose to settle out as a result of the Manpower Administration project is unknown. The chief reason for this is the subjective nature of family decisions: Would they have quit the migrant stream in any case, or did project workers persuade them to do so? To shed some light in this area researchers interviewed 200 families who were still migrating. Most said they had given considerable thought to settling out and that information from ROI's on the possibility of decreased future earnings and the harmful effects of migrancy on children was influencing their outlook. Later, many of these families did quit the migrant stream.

In some local offices, however, resettlement never was viewed as a major function of the project. Most emphasis was placed on helping migrants meet immediate, and often acute, needs. In some cases current high unemployment, the lack of industry, or housing shortages militated against putting relocation first. In Toppenish, Wash., however, a target area severely affected by un-

Cecilia Hernandez, her husband Oscar, and their 11 children settled in Fayette, Ohio, in 1969. Mr. Hernandez worked in a foundry until he suffered a back injury that put him in the hospital. He now is convalescing from an operation to remove a disk from his spinal column and is receiving workman's compensation. Ten of the Hernandez children still live at home, and those who attend school are well accepted there. Their oldest son, Juan (right), is a top scholar and one of two students in the junior class at Fayette High School selected for the National Honor Society. He has been approached by representatives of the U.S. Naval Academy as part of the Academy's special program to attract minority students.

employment—some of it spin-off from the job situation in Seattle—the project staff was successful in helping to relocate about a dozen families.

The staff believed that migrancy was inherently a poor way of life, particularly for children, and that even if families were on welfare they would be better off. In 1969, after the project began, State residency requirements for welfare were dropped. This enabled the project staff to help most of the settled-out families get public assistance to sustain them over the winter until fieldwork became available in the spring. Permanent jobs were found for a few families, and a few others entered an adult basic education program.

An ROI in another target area reported that most of the families he worked with did not want resettlement help. Most had a feeling, he said, of "no los caer" (loosely translated, things do not fall right to take this step).

Regardless of the number of migrants who settled out, there were important achievements in most areas in supportive services and in the changed attitude of many community agencies. Migrant needs for supportive services are very great. But it is incredibly difficult for the migrant to make his way unaided through the thickets of language, terminology, restrictions, requirements, and forms that he must penetrate every time his family is in need. Over the years, many have become submissive and have simply stopped asking for help; others have become distrustful of any promises that help is on its way.

A great many of the supportive services to migrants in the Manpower Administration program were concentrated in housing, health, and client advocacy. In Wisconsin, where a housing shortage was the chief deterrent to settling out, ROI's gave priority to the hunt for homes. Eleven families left the migrant stream as a result and another eight would have followed suit if housing had been found. In Illinois, one ROI found housing and work for six families. He uncovered the jobs, convinced the employers to hire Mexican Americans, and was able to guarantee rent payments through the program's contingency fund to local banks unwilling to take risks on these new tenants.

In Ohio, housing scarcity was also a major obstacle to resettlement, but a

The American melting pot was very much in evidence at the dedication of the Farm Workers Family Health Center in Toppenish, Wash. Wearing native dress, Filipino (top) and Indian children performed traditional dances, and some of the Mexican American men and boys wore charros, their customary dress for fiestas.

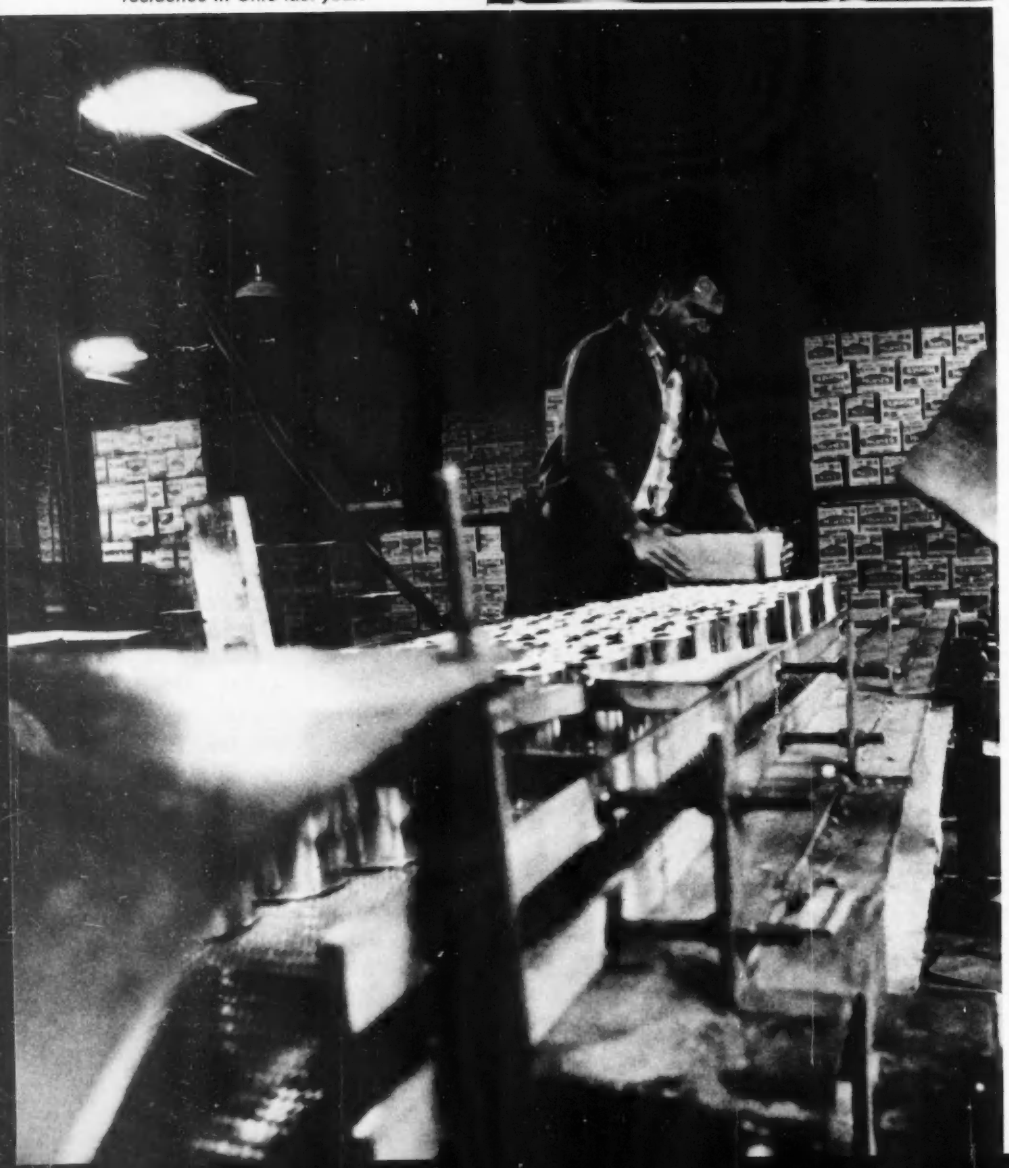
survey turned up abandoned farmhouses which were suitable for rehabilitation and occupancy. As a result of job development and the survey, about 16 families were resettled.

In Oregon, employment service outreach workers have kept tabs on a number of self-help, low-cost housing projects and made arrangements to move newly settled-out migrants into the old quarters of the families who are building their own homes. In time, if the ex-migrants remain and acquire funds for downpayments, they, too, may be able to build their own low-cost housing.

ROI's in almost all States helped migrants to obtain health services. In Toppenish, Wash., ROI Raymond Esparza, Jr., played a key role in setting up the Farm Workers Family Health Center which opened for business this spring. With a full-time medical staff and outreach workers, the center offers diagnostic, therapeutic, and followup medical services to migrants and other families in the community. Charges for nonmigrant care are determined by a sliding scale built on income and family size, and there are no charges for migrant workers and their families.

School is a day and night activity for Marta Saenz, 14. By day Marta is a freshman at a Toledo high school. And because she is not yet fluent in spoken or written English, she takes adult basic education courses at night to sharpen her language skills.

Jesus Jose Saenz loads a conveyor belt with empty cans to be filled at the Hunts-Wesson Foods plant in Toledo, Ohio. Saenz, 40, his wife Modesta, and daughters Marta, 14, and Juanita, 5, established permanent residence in Ohio last year.



Esparza, a former Army medical corpsman, conceived the idea for the center and got permission to spend all of his time helping a local farmworkers cooperative put together a funding proposal to the U.S. Department of Health, Education, and Welfare. Despite strong local opposition and charges that the center would duplicate existing services, HEW granted the project $370,000 for the first year with an implied commitment to refund it for as many as 5 years, when it is hoped that the center will be self-supporting. Esparza, now on leave of absence from the employment service, is center director.

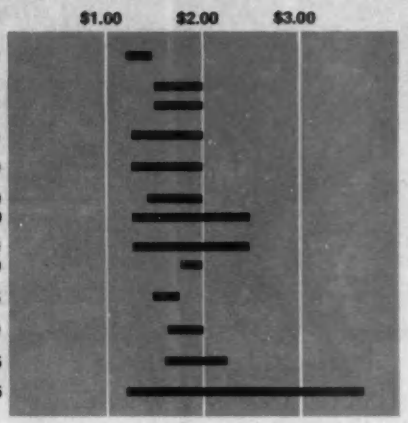
In the nine northern States, ROI's also did much to develop for migrants and ex-migrants alike a number of previously weak or nonexistent services. For example, they commonly went with family members to local welfare offices where they performed such tasks as interpretation, aid in filling out forms, and refusal to take "no" for an answer when a family was turned down because of misunderstandings or inappropriate technicalities. In at least two States, ROI's submitted formal complaints, with full documentation, to State welfare officials on the treatment accorded migrants at local offices.

Contingency Funds Set Up

By keeping up a steady barrage of requests for services, ROI's not only got help for clients but were instrumental in making other agencies more aware that these families badly needed their help. This has resulted in some substantial changes, among them increases in bilingual workers who are capable of understanding what Mexican American applicants are trying to tell them. In Washington's Toppenish, Sunnyside, and Prosser welfare offices, there were less than 10 bilingual workers before the Manpower Administration project began —now there are more than 20.

To help out in emergencies—when families were desperate for food, medicine, transportation back to Texas, or money to meet expenses in settling out—ROI's in the second year of the project could draw on the special $50,000 fund set up by the Manpower Administration and administered by the Lower Rio Grande Valley Development Council. A

Range of hourly wages for seasonal farm labor in areas involved in migrant worker experimental project


Rates May - October 1970
$1.00
$2.00
$3.00
Texas: Lower Rio Grande Valley 1.25 - 1.50
Idaho: Southwestern 1.50 - 2.00
South Central 1.50 - 2.00
Illinois: Eastern 1.30 - 2.00
Indiana: Northeast 1.30 - 2.00
Michigan: Benton Harbor 1.45 - 2.00
Traverse City 1.30 - 2.50
Minnesota: Southern 1.30 - 2.50
Northwestern 1.80 - 2.00
Ohio: Northwest 1.50 - 1.75
Oregon: East Central 1.65 - 2.00
Washington: South Central 1.60 - 2.25
Wisconsin: East Central 1.25 - 3.65

Source: In-Season Farm Labor Reports of the Manpower Administration.

needy family could get as much as $300 in an outright grant plus an interest-free loan of $1,000. Many States also set up their own contingency funds for this purpose. The effect was to tide families over difficult times, help them change their mode of living, and break their dependence on crew leaders and growers, a factor in their continued migrations.

For families in the experimental project who return to Texas—as most do—the Texas Employment Commission (TEC) has enriched manpower and supportive services:

- In 1970, TEC obtained $750,000 in Federal Manpower Development and Training Act (MDTA) funds for 200 basic education and 250 skill training slots for migrant families. Unfortunately, half of the enrollees dropped out of the program when the migrant season began.
- For calendar 1971, TEC has been allocated nearly $2 million in manpower training funds to enroll about 650 migrants in basic education and vocational training. The special loan fund will be used to bail out those who are indebted to crew leaders or former employers in the northern States so that they will remain in training rather than return to the migrant stream.
- The Edinburg Model Cities project, in a valley county, has awarded TEC a contract to set up a full employment service office in the model neighborhood, where a great many residents are interstate migrants. This will facilitate TEC efforts to provide counseling and job development services to the target group.
- TEC has worked with the State branch of the U.S. Department of Housing and Urban Development to arrange for purchase of homes on a deactivated Army airbase and move them to Bovine, Tex., to house former migrants now taking job training.
- In meetings with construction unions, TEC has obtained the unions' agreement to open up apprenticeships to former migrants and to lower their educational requirements for this purpose.

States Expanding Services

In the first 2 years, the 10-State experimental program cost about $1.2 million. It is now in a transition stage in which the States are building services to migrants into their standard operations. Special funding—this year it will be about $206,000—is phasing out and in future the States will provide the services with regular manpower funds. Meanwhile, this year's funding is paying for some special projects: The Wisconsin State Employment Service, for example, is interviewing migrants to determine their sources of information on job markets and to learn whether this information is adequate and is yielding results.

Some States are earmarking a portion of their MDTA funds for migrants, among them States not in the experimental project. In Colorado, for example, a $309,000 program funded by the Manpower Administration is providing an average of 37 weeks of training for 80 migrants in such skilled occupations as auto mechanic, welder, electrical technician, barber, and farm equipment mechanic.

Among the important spin-offs from the program are a number of interagency efforts. One of these is in the Ontario, Oreg., area where county health, welfare, education, employment service, Office of Economic Opportunity, and other local officials meet bimonthly in an effort to develop a coordinated approach to the problems of migrant and former migrant families. There are large numbers of settled-out migrants in the area.

In Chicago, a Regional Interagency Migrant Coordinating Committee, made up of Mexican American migrant worker representatives and staff from seven Federal agencies, is preparing an emergency plan to aid migrants who may be stranded in the region this year due to a reduction in jobs. The committee, on which the Chicano members have an equal vote, is also putting together a long-range plan for improved, coordinated services to migrants. Similar efforts have begun in other regions. And in Washington, D.C., the Manpower Administration has been asked to chair a task force to develop guidelines for achieving interagency coordination of assistance to migrants.

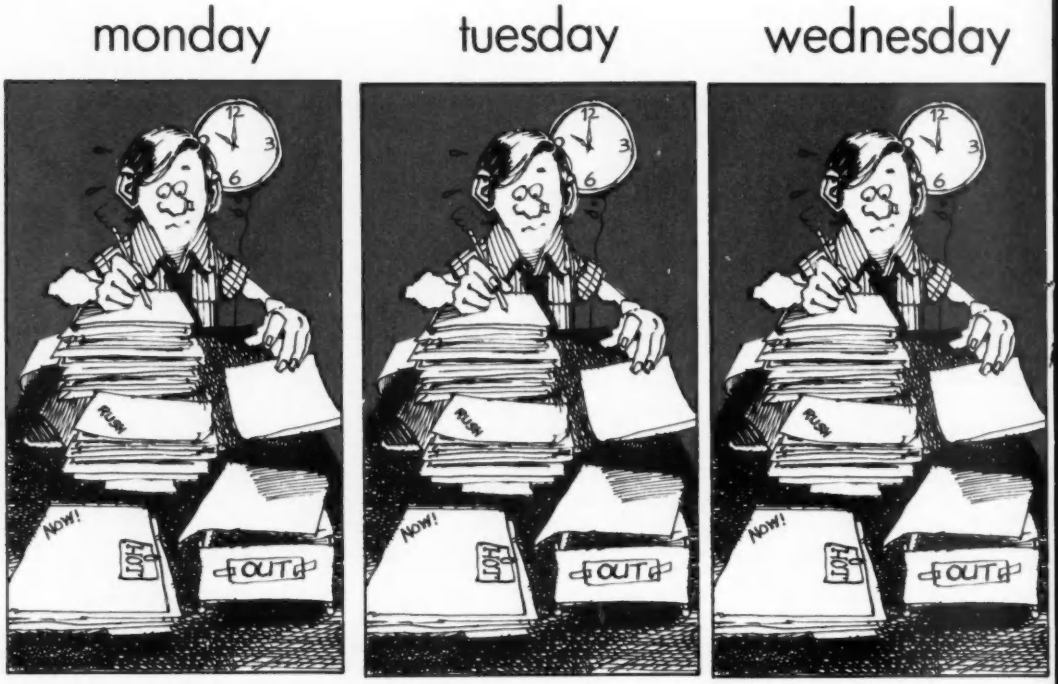
While the Manpower Administration's experimental and demonstration program for migrants did not succeed in settling a large number of families out of the migrant stream, it has proved to be a little key that opened a number of big doors. And it is well to remember, as one ROI pointed out, "We work in a field for which there is no instant success."

Perhaps the major achievement was the reorientation of rural manpower units in public employment offices.

"At one time I thought that if I got a toilet and running water in each farm labor camp unit, I would like to have that put on my tombstone," one project coordinator for a State employment service said recently. But now he has a new view of what the employment service can do for migrant farmworkers. And it seems doubtful that one tombstone has enough room for all he has in mind. □

XUM

THE COMPRESSED WORKWEEK: More Questions Than Answers



By JOHN WITTMAN

A shorter workweek made possible by a longer workday—usually four 10-hour days instead of five 8-hour days—is becoming a reality for a growing number of workers and businesses in the United States and the seventies may usher in this new workweek on a mass scale. Any significant change in the basic 5-day workweek has tremendous implications for society in general as well as for individual workers and employers. Perhaps the best place to begin an examination of this intriguing idea and what it may portend is with the employer or business sector.

What motivates a firm to change its operating schedule from a 5- to a 4-day week? There are some fairly obvious short-term benefits: Easier recruiting and better selection of employees, higher morale, less turnover and absenteeism. But while these are desirable factors, they are not likely to cause a firm to alter its production schedule. Further, if substantial movement to the shorter workweek occurs, many of these advantages would disappear.

There must be more overriding considerations if this is to be a continuing trend. What happens to productivity in a longer workday? Advocates of the 4-day, 40-hour week or one of its variations argue that because of better morale, and in some instances certain operating efficiencies, productivity is increased. This is ironical in view of the arguments made not too many years ago for shortening the then prevalent 9- or 10-hour day to 8 hours. It was argued then that as the day wore on workers became increasingly fatigued and productivity declined. Reducing the workday, it was said, would result in fresher, better motivated workers who would produce more. Much the same arguments have been used on behalf of coffee or rest breaks.

Certainly automation and mechanization have reduced the amount of hard physical labor required of workers in many industries and fatigue may not be as telling a factor as it once was. Some firms that have tried a shorter workweek have indicated productivity is increasing, but the information gathered to date is far too skimpy to make any valid judgments.

Another question mark is the use of capital equipment. One advantage of the longer workday would appear to be increased utilization of capital equipment resulting in reduced unit costs of production. It must be remembered, however, that four 10-hour days will not increase the number of total hours worked in single shift operations and such savings will be realized only if the new schedule induces the firm to have more than one shift. How workweek changes affect the use of capital equipment undoubtedly will have considerable impact on the type and pace of new arrangements.

To gain some insight into these issues, Chrysler Corporation and the United Auto Workers have agreed to set up pilot operations on a 4-day schedule and American Motors Corporation appears ready to try a similar program.

As for the worker, does he want a shorter workweek if it means working longer hours each day? Is the 4-day, 40-hour week a desired end or only an intermediate step toward a 3-day, 36-hour week or even a 4-day, 32-hour week? What motivates the individual to seek these goals? Is it the pursuit of leisure time; or is it the opportunity to increase income, either by taking a second job or by having another family member enter the labor force since the primary worker would now be available to mind the children at least 3 days a week?

Whatever the answers to these questions, it is clear that some tangible, direct economic advantages accrue to the laborer in a shorter workweek. One is transportation—if a worker commutes four rather than five times each week he saves 20 percent on his transportation costs (as well as reducing exhaust fumes and en-

Dr. Wittman is associate professor of economics at Texas Tech University.

vironmental pollution if he drives to work).

Even more drastic changes in transportation patterns are possible, particularly if many firms adopt a 3-day workweek. (The computer staffs of two large insurance companies are now on a 3-day, 36-hour week.) With a shorter week, some workers might prefer dormitory-type lodging at or near the job for work nights, thus reducing commuting to one round trip each week. This would involve 3 nights' lodging for a 4-day week and 2 nights' for a 3-day week. Ten– or 12-hour workdays probably would enhance the appeal of such arrangements.

In some instances the time saved by reducing the number of round trips to work would offset the longer workday. A worker who now spends 10 hours a week making five round trips would cut his on-the-road time to 2 hours if he commuted only once.

The number of times he must commute each week naturally has a bearing on how far an individual is willing to live from his job. With only one round trip, many workers might be willing to live 100 or more miles from their jobs. They might move well beyond the crowded metropolitan complexes to take advantage of more relaxed life styles and better recreational facilities. Such changes in living patterns would, in turn, have vast potential impact on urban transit and highway systems, population densities, and real estate values.

Despite the drive for sexual equality in the job market, a shorter workweek tied to a longer workday does not have the same advantages and disadvantages for men and women. Laws in a number of States would have to be changed to permit women to work longer hours. Also, married women with families may find it harder to accommodate to a workday of 10 or more hours than married men, especially men whose wives do not work. Some women may be forced into part-time employment or completely out of the labor market. Simple equity alone requires that these questions be given thoughtful consideration. Their importance is enhanced by U.S. Department of Labor projections that women will continue to enter the labor market in growing numbers over the next decade.

The relationship of the school week to the workweek is another important factor that must not be overlooked. Before we evolved from a rural to an urban society, and before mechanization so dramatically reduced the demand for additional farm labor at planting and harvest times, schools adapted their schedules to meet the needs of the public they served. Would a shorter workweek bring new pressures to change school schedules? If the schools do not adjust, this would inhibit family activity over the longer weekend. If they do adjust, this would put a great many more youth on the streets an additional day or more and complicate the delinquency problem.

Colleges and universities would be faced with similar adjustments as they attempted to meet the needs of full-time students and the increased demands of adult part-time students with more time for continuing education.

Even religious institutions have a stake in a shorter workweek. If Sunday regularly falls in the middle of a 3-day weekend, what will be the effect on church attendance and other traditional Sunday religious activities?

Numerous other questions arise about the shorter workweek. Is it feasible for service industries? Will it be inflationary? Will it create or destroy jobs? Will additional leisure time increase the alcoholism and narcotics problems? What impact will it have on family relationships? What effect, if any, will it have on racial problems? And many, many more.

These are questions for economists, behavioral scientists, and experts in other fields. And they are questions for society as a whole. Most important, they are questions that should be examined now, while alternatives and options are still open. □

JOB CORPS YOUTH GUIDE RECRUITERS

By Walter L. Owen

What kind of recruitment booklets, posters, radio spots, and movies appeal to disadvantaged youngsters?

Ask them.

Job Corps, aided by a contract with the Martin Marietta Corp., of Orlando, Fla., did just that, and now has a whole new package of material in the hands of some 2,000 recruiters and screeners throughout the United States.

Of course, Job Corps participants were asked more than just what kind of promotional material they liked. Questions were designed to get at such intangibles as the motivations of young people, the appeal of certain types of media techniques, and what potential recruits need to know to help them make a sound decision about joining Job Corps.

A number of conferences were arranged with Job Corps recruiters, screeners, regional office personnel, and staff members of Job Corps Centers. But most important in developing the final character of the material were more than 150 in-depth interviews with the young men and women of the Job Corps.

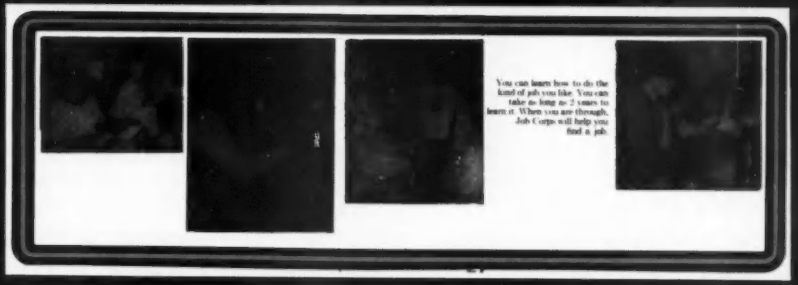
These interviews revealed that:

- Job Corps is not easy, and most youngsters who are in it believe those thinking about joining should know that.
- Young men who join Job Corps are heavily job and education oriented. They come to learn a trade, and, if possible, complete their education. Recruitment materials should emphasize what trades are available, the amount of vocational training given, and the educational possibilities.
- Young women come to Job Corps looking for a change in their life style, new experiences, and a chance to enter into the mainstream of American life. Recruitment materials aimed at them must have a different emphasis.
- Both men and women tend to be skeptical of what others tell them and prefer to make their own judgment as to what might be good for them.
- They identify very little with public figures in entertainment, politics, or sports and are hard pressed to name one whom they would believe in a radio or TV spot.
- In publications, they like photographs and art work about equally, but they find photographs much more believable.
- While very skeptical of what they see and hear over the mass media, Job Corps men and women encouraged use of the media, particularly radio, to tell other youngsters about the program. The second most effective recruitment device, to their way of thinking, would be to use ex-Job Corpsmembers to "tell it like it is."

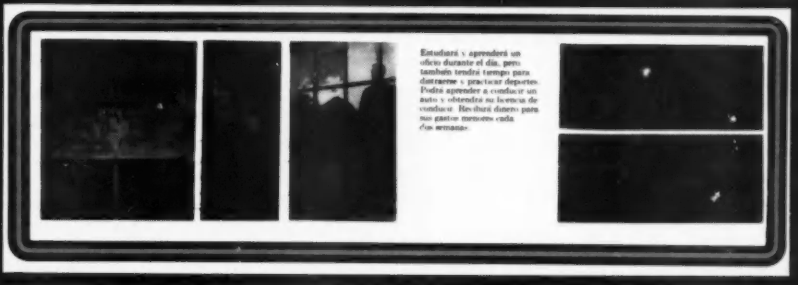
New Job Corps recruitment materials based on these findings include separate booklets directed toward young men and women, separate booklets for the parents of potential men and women Corpsmembers, radio spot announcements, separate films to be shown to groups of young men and women, and posters.

These materials, especially the ones directed at youth, are simple, direct, colorful. They contain as few words as possible, and depict life at Job Corps residential centers realistically. And they make

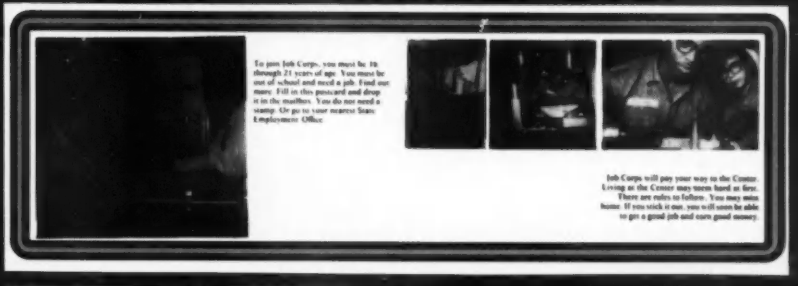
Mr. Owen is a program specialist with the Job Corps.



You can learn how to do the kind of job you like. You can take as long as 2 years to learn it. When you are through, Job Corps will help you find a job.



Estudiará y aprenderá un oficio durante el día, pero también tendrá tiempo para distraerse y practicar deportes. Podrá aprender a conducir un auto y obtendrá su licencia de conducir. Recibirá dinero para sus gastos menores cada dos semanas.



To join Job Corps, you must be 16 through 21 years of age. You must be out of school and need a job. Find out more. Fill in this postcard and drop it in the mailbox. You do not need a stamp. Or go to your nearest State Employment Office.

Job Corps will pay your way to the Center. Living at the Center may seem hard at first. There are rules to follow. You may miss home. If you stick it out, you will soon be able to get a good job and earn good money.

A GUIDE FOR
Social service worker Community and church leaders School teachers Guidance counselors Juvenile court officials

Youth with court records
Job Corps accepts youth with backgrounds of delinquent behavior and court records. However, Job Corps is not equipped to assist youth whose current behavior pattern is assaultive or sexually deviant, or involves the use of drugs. Under certain circumstances, those who are currently on probation or parole are eligible, but no youth who for any reason has a court appearance pending is acceptable until after final disposition of the matter has been made by the court.

Applications of youth with a history of delinquent behavior are reviewed individually before a final decision as to eligibility.

Court officials should bear in mind that Job Corps is a voluntary program and not an alternative to the highly structured environment of a correctional institution. The experience of the program over the years has been that youth who are pressured into enrolling by court officials do not do well in it. The motivation to join Job Corps must come from the youth and their goals must be ones which Job Corps can help them achieve.

Job Corps will provide periodic reports to the court on any enrollee if the court requests the report, by a letter addressed to the center where the youth is enrolled.

The Job Corps can help your son learn a trade so he can get a good job. He can learn to read, write, and do the math he needs for his job. He can earn spending money while he is learning at the Job Corps Center. The Job Corps even helps him to find a job when he is ready.

JOB CORPS *continued*

extensive use of pictures of and quotes from Job Corps participants themselves. Recruiting booklets for youth are jam packed with photographs of Corpsmembers in every aspect of center life, and, where space permits, small portrait studies of faces—faces representing many races and ethnic groups.

Because young men identify so strongly with the trade they want to study, an effort has been made to show as many vocations as possible in the 12-page booklet aimed at them. The booklet for women also shows a number of vocations, but has greater emphasis on center social activities, homemaking, fashion, and grooming.

Selection of the booklet covers was left to panels of men and women Corpsmembers. The overwhelming favorite of each group is now the cover on the booklet designed to attract youngsters like themselves. The men picked a cover featuring a posed photograph of three well-groomed young men dressed in blue blazers, shirts, and ties. They saw the photographs as proof that Job Corps' promises were believable, and they identified with the image of successful young men.

The women chose a photograph of three well-dressed young women, luggage in hand, boarding a bus, presumably traveling to a Job Corps center. Again, their desire for travel, new experiences, and change dictated this choice.

These booklets are written at approximately the fifth grade reading level, which presented the problem of writing simple, declarative sentences using mostly one syllable words. The writers achieved the admirable average of only 112 syllables per 100 words.

Spanish language booklets were prepared for youth, and Spanish translations of the two booklets for parents were made, as well as a poster specifically for Spanish-speaking communities. The Cabinet Committee on Opportunities for the Spanish-Speaking reviewed the language used and assured Job Corps that the texts could be understood by Spanish-speaking persons in all areas of the United States.

The approach taken to develop these new recruitment materials is best illustrated by the radio spots and the two 10-minute films. Simply stated, the technique was: Ask the young people who are in the program. Their words, voices, and faces convey the sincerity, honesty, and directness required to reach potential enrollees.

And they make spontaneous statements—on tape and film—to gladden the heart of any administrator. One young man easily stated what so many adults think should be said, but which would sound like so much preaching if it came from an adult: "A young man that comes into Job Corps—when he leaves is really a man. 'Cause I don't believe any *boy* can graduate from Job Corps."

Then there was the statement from a young black youth: "Most people say that Job Corps is for those who don't have it. But they are wrong. Job Corps is for those who *want* it and don't have it."

And a young woman described her reaction to the Job Corps this way:

"You can go through so many hard times, and it's like when it rains it pours. You have hard times and hard times and then when your luck changes it just turns around and goes. It's beautiful."

Some 80 recorded radio spots were made using Corpsmembers' statements, each followed by a brief statement from an announcer encouraging listeners to find out more about Job Corps by contacting local employment service offices and other Job Corps screeners. The spots are being sent to some 3,000 stations throughout the country. Reply cards from stations receiving the material indicate the spots are being used extensively and are effective. The program manager of a Washington, D.C., station described them as "direct, honest, and sincere and consequently believable."

The films also feature spontaneous responses of Corpsmembers to questions that potential participants would ask. One Corpswoman's contention that she doesn't like the food served at the center is balanced by another's statement that: "It's all right. It's not gourmet food, but it keeps you alive."

In the films the Corpsmembers give advice on how to get along with persons of other races and backgrounds, what to do about homesickness, the importance of talking things over with friends and counselors. They talk about the disappointment felt by some newcomers when they learn they're going to have to go to educational classes, but how different these classes are from the ones they attended in school back home.

Finally, they talk about the way they've changed since they came to Job Corps, such as the young man at Gary Job Corps Center in Texas, whose words conclude the men's film: "Now at least I know what I'm doing, and I have some sort of future ahead of me. I can think ahead. Before, the future was just a blank. And now there's something there. It's a good feeling." □

SWEATING OUT BUSINESS LOANS

By WILLIAM I. ALLGOOD and
FRANCES S. RIDGWAY

Willingness to Work Is Only Collateral Georgia Banker Asks of the Disadvantaged

She was six and black, wrestling with a garbage can several times her size. But the set of her jaw and the unmistakable determination in the tilt of her head characterized the mood of the Atlanta ghetto that day.

It was Spring Cleanup, sponsored by the Citizens and Southern National Bank (C&S), the largest in the Southeast. A white man with a pleasant, disarming grin helped her with the can. Suddenly her load was lighter. That can, brimming with garbage, was a bridge—a joining of the unfulfilled dreams represented in the black ghetto child and the promise of an affluent, responsible society wrapped up in maverick banker Mills B. Lane, Jr., president of C&S.

Spring Cleanup, held in several Georgia cities in 1968 and 1969, was one step in the fulfillment of the C&S Georgia Plan, a statewide, action-oriented program aimed at helping Georgia's disadvantaged citizens help themselves.

The plan is the brainchild of Lane, who is noted for his unorthodox approach to problem-solving. It is designed to improve communication between races, economic groups, and citizens in general; to clean up and physically improve the quality of life in disadvantaged communities within Georgia cities; to provide economic community development within these areas, and to bring them, reclaimed and revitalized, into the mainstream of the local community.

The cleanup campaign opened channels of communications clogged by centuries of totems and taboos, but it didn't do much for the weekly pay checks of ghetto breadwinners. Consequently, in 1968 the bank established a subsidiary, the C&S Community Development Corporation (CDC), "to help Georgia's low income groups own their homes and businesses, using relaxed credit standards with emphasis on character, along with extended terms." CDC achieves this goal by lending down payments for homeowners and putting up equity capital needed by citizens to set up businesses. In doing so, it has created hundreds of jobs for the disadvantaged and unemployed.

CDC, which now operates in 12 cities, began its mission in Savannah, Lane's hometown. The next 12 months saw 32 businesses financed, over 100 homes owned by residents rather than landlords, and more than 1,400 homes and apartments renovated for decent living.

One of CDC's ventures in low-income rental housing offered opportunities to prove false some alleged verities in the building trades, says Bill Ottinger, CDC manager at Savannah. C&S in the summer of 1969 bought Riverside Gardens, a 133-unit ramshackle apartment project in Savannah, and contracted the renovation to Mobile Homes Structures, Inc., one of the new businesses financed by the bank. The project demonstrated that southern blacks and whites can work side by side and that government money is not always necessary to help the poor.

Mobile Homes' two partners are a clear-cut black and white case: One partner, Sam L. White, is black; the other, R. C. Hendrix, is white. The bank was already dealing with Hendrix, a building contractor in need of fiscal management assistance, when White, a craftsman in the building trades, approached CDC with a desire to start his own business.

CDC saw the two men as complementing one another in business and its judgment has proved sound. The bank official who established the liaison reports Mobile Homes Structures now has 45 employees. About 20 of these were unemployed when taken aboard and several of the craftsmen live in Riverside Gardens. Pay ranges from the minimum wage for inexperienced men up to $3.50 an hour for skilled workers. The company's black and white artisans, working together, have almost completed the $500,000 reconstruction of the apartments.

Mr. Allgood is regional information director and Miss Ridgway a regional information officer for the U.S. Department of Labor in Atlanta.

"From the beginning there was no trouble among the workmen," Ottinger reported. "They knew the score at the outset." Nor was there any problem with the tenants who soon accepted the unfamiliar sight of color-mixed teams of workers on the same job.

CDC's first major venture in new homes is a townhouse condominium designed not only to upgrade housing conditions for ghetto dwellers but to upgrade the neighborhood itself. Betty S. Washington, C&S community development specialist in Savannah, now selling units in the condominium, says, "We sell houses to people—any people." She adds that monthly payments on these townhouses will be little more than public housing rental rates.

Lane dubs the bank's housing activity "private urban renewal" and believes that private interests can do the job at half the cost without the redtape of government. "We'll make money from this and disprove the theory that only the government can solve the problems besetting the poor," he said. "Americans have defaulted. We believe that Uncle Sam is supposed to do everything. I want to prove that this isn't so." His organization can do better, he feels, because "we add the human resources of the bank to dollars and get better results."

Varied Businesses Helped

What Lane calls "sweat equity"—a willingness to work—is the only collateral required by the plan's small business assistance project. Virtually all of its borrowers fall in what is generally considered the "high-risk" category. A loan officer uses only his own discretion in approving a loan, but to show how anxious the bank is to make its money available, Ottinger explains that "a turndown requires the approval of a review committee."

Currently CDC's portfolio includes 107 business loans amounting to $2 million. In addition to loans for construction and reconstruction that range up to $173,000, CDC has lent from $1,500 to $89,000 to a wide variety of businesses, from a one-man trucking operation to a pizza house to a well-stocked bootery.

Since Lane's philosophy does not embrace "handouts," borrowers pay the bank's regular going interest rate. "Do-

Restaurant and taxi owner James Washington (left) gets a report on the day's receipts from two of his drivers.

A CDC loan helped William Jamison make a success of his cleaning business.

Riverside Gardens: Before and after renovation.

Elmer Thomas inspects some work as it comes off the press in the Savannah printing shop he and his brother launched with a CDC loan.

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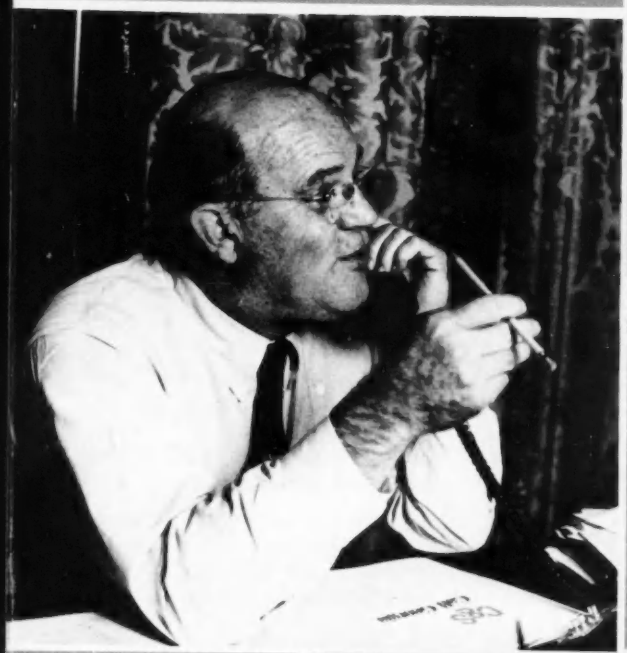

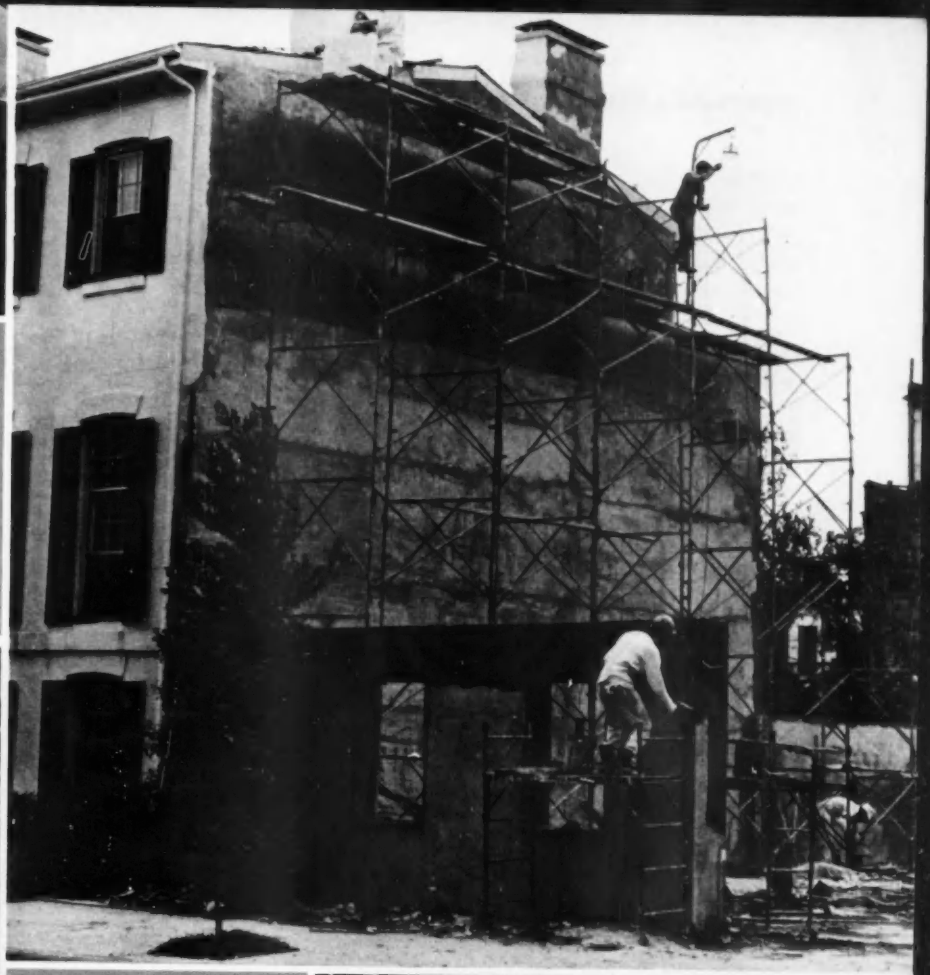

Savannah plastering contractor Spencer E. White, Jr., (right) considered closing up shop until a timely loan and advice from CDC helped keep his business going. Now his crews are busy on renovation and similar work in the area.

CDC's Ottinger—A strange, satisfying, and successful commercial venture.

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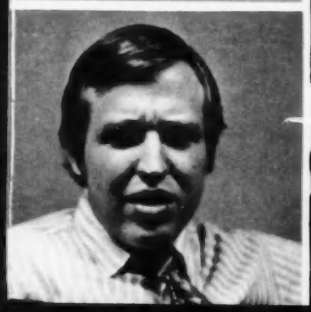

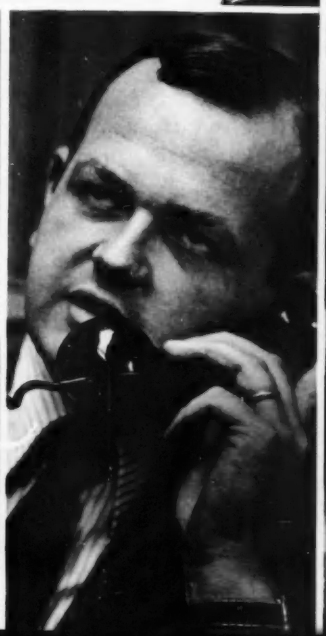

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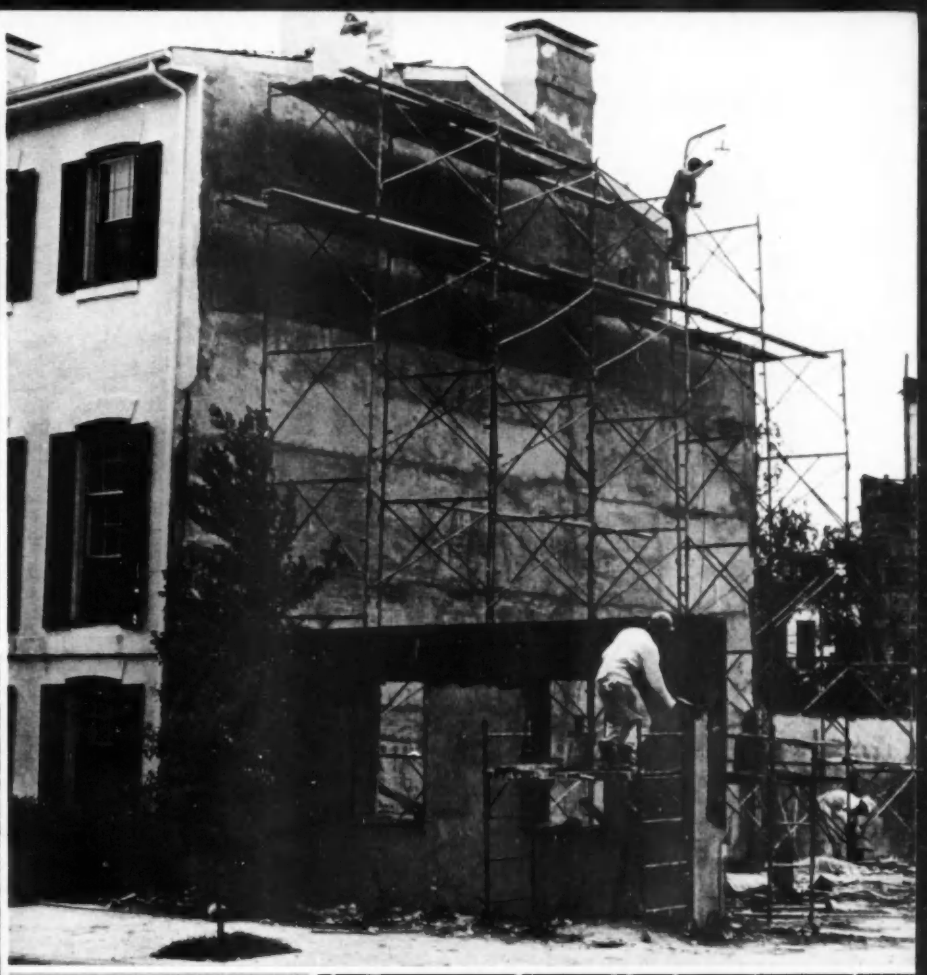

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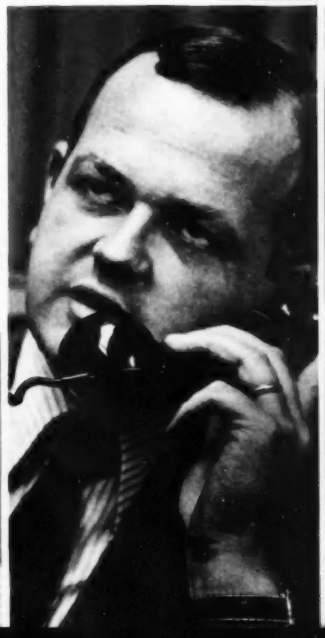

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gooders who set up nonprofit corporations are not really solving the basic problems," Lane said. He rules out "charity" as an effective long-term approach to helping people help themselves.

"Of the more than 100 loans we've made, we're in trouble with only two," Lane recently told Secretary of Labor J. D. Hodgson. "This record compares favorably with the national average of one loss out of every two loans made to start new businesses."

In connection with this extraordinary ratio of success to failures, Lane points again to the ability of private business to add human resources to money. "On a completely voluntary basis, each of 23 young men in our bank has 'adopted' a small business that we've financed and is acting as counselor to its management. We fully expect this sort of 'personal giving' to spread throughout the bank."

Advisers Only Suggest

This concept of having loan officers and management personnel counsel CDC clients is based on the bank's awareness that many of the tools of business management are not immediately available to the low-income businessman. The help he needs—and gets—from his counselor may be a hand in setting up bookkeeping records, advice on inventory levels, interpretation of a financial statement, guidance on a new lease, or simply an understanding ear.

One of the young advisers is Sydney B. Soperstein, assistant manager of an Atlanta branch office of the bank. Soperstein counsels two black brothers who have leased two major oil company service stations. He characterized the relationship between client and adviser this way: "To be effective, we must really understand him. I know these brothers as people—not as service station operators."

Soperstein stressed that his approach to those he advises is on a very low-key, first-name basis. "These people don't want to feel as though 'the company man' has come around to check on them or that the bank has done more for them than any other institution would have done as a regular business activity. In other words, they don't want to feel they owe their souls to 'the company store.' "

CDC's sensitivity in this regard is demonstrated in even such details as the manner in which the counselor confers with his client. "When I arrive at the station, I just browse casually for a few minutes, trying not to make the attendants around the place think I regard myself as God's gift to the service station," said Soperstein, who meets with his clients weekly. "Eventually we get together in a relaxed, friend-to-friend attitude and discuss any matters the brothers may have on their minds."

Whatever clients "have on their minds," counselors are careful never to force their advice in any way. They simply make suggestions. To indicate this free give-and-take atmosphere, one counselor cited his experience with the retail store operator he advises. "More often than not he follows my suggestions. However, sometimes he's convinced I'm wrong and then he doesn't argue; he just 'agrees' with me and proceeds to do it his way. For instance, he has spent more on advertising than I thought best. On the other hand, when I told him he was taking so much cash out of the business it wouldn't show a decent profit, he cut his salary back!"

This same counselor, who has a master's degree in finance, put into focus one of the most valuable services he and his colleagues render: Spotting early-warning signals that the business has a problem. "From the store's financial statement it was obvious to me that the outside accountant—hired before I became a counselor—wasn't furnishing the sort of information that was needed. This was the case in spite of the fact that he was charging a healthy $100 per month for his services. The methods he used were contrary to basic accounting principles.

"This could have caused serious problems quickly. I talked the situation over with the store owner, pointing out the reasons for my concern and the need for a change. He is now in the process of engaging a new, reliable accountant."

There are, of course, frustrating moments for the counselors as they attempt to guide CDC clients who, for the most part, have had neither training nor experience in finance and management. However, they are quick to stress that the satisfactions are far and away greater than the frustrations.

"The personal psyche compensation is 100 percent," said James D. Dixon, C&S tax manager. "This experience is different from trying to help a business grow just for business' sake. It's a chance to do something really constructive—something that involves the growth of individuals."

James Washington, for example, got a loan with a nervous affirmation of the truth: "I'm the best cook in Savannah. I want to open a restaurant. I've got $100 and that's all." He is now proprietor of Jimmy's Soul Food Restaurant, a second soul food take-out shop, and Jimmy's Soul Taxi with six new, radio-equipped cabs. He employs 10 men.

Ottinger says Washington was candid about his financial "ups and downs" over the years. "But he got the loan and he's now making money for himself and for us. At the same time, he's serving the public. It's a winning combination."

An 11-year veteran of the Marine Corps, Washington is no stranger to hard work and adversity. "Sometimes I don't go home for 2 days," he said. "I work around the clock lots. I drive a cab occasionally. A lot of people go in business and they're never there. They just want to say they've got the business." He admonishes anybody starting out "to know more about paperwork, stick with his business, and ring up every dollar on the cash register—that's a problem."

Profits Go Back in Business

Cooking has no hang-ups for him, "but the administrative part, I'm slow on that. I sat in on a class at Savannah State College to help get from behind the paperwork 'eight ball.'

"I finished high school playing football. My wife and I tell our three children to forget the hero stuff and stick with the books. I'm just now learning that."

Washington's Marine Corps discipline has brought a new ceremony to Savannah. "I held a cab inspection and everybody in the city said it was an unusual sight," Washington explained. "I had all the drivers lined up—uniformed—and inspected the cabs."

Washington is convinced of the bank's sincerity in wanting to help him make a go of his businesses. "I've lost some arguments with them and won some, but together we're doing all right."

His wife is a school teacher. "Right now we're living off my wife's salary and

Savannah
City of Contrasts

Savannah, the seaport where Mills Lane was born, where his family established the now statewide Citizens and Southern National Bank, and where the Community Development Corporation first began working with the disadvantaged, is a city of high contrasts. A few hundred yards up the Savannah River from where freighters from all over the world disgorge their cargoes and take on new loads, a square rigger rides the tide. She is the "Cruz del Sur"—a three-masted sailing vessel restored by Lane so that she is now diesel equipped and completely seaworthy. During idle periods she rests languidly at the foot of Yamacraw Bluff where General Oglethorpe landed with the Georgia colonizers in 1733.

Today a lookout from the crow's nest of the Cruz del Sur can see not only Savannah's array of bustling industrial plants, but also an old inn which sheltered many a pirate during the 1750's. Although the building presently houses a nationally known restaurant, it was supposedly the locale of parts of Robert Louis Stevenson's "Treasure Island." In fact, many natives of the area insist Captain Flint died in an upstairs room and to this day haunts the place on moonless nights.

we're meeting our obligations at the bank from income here." The profits go back into the business.

Chitterlings, collard greens, pig tails, and an inspected fleet of taxis—Ottinger calls it a strange, satisfying, and successful commercial venture.

The Georgia Plan also has had some successes outside the commercial realm. Reports from various parts of the State indicate the effort is acting as an emolient for troubled racial relationships. A National Guardsman, patrolling riot-torn areas of Augusta in 1970, observed the almost total absence of destruction where Spring Cleanup had taken place a short time before.

During cleanup in Macon, which has had its share of racial unrest, a Negro woman said: "I don't see no hate today."

Cleanup even has had its elements of comedy. A cleanup volunteer in Atlanta parked his 1957 car and pitched in to help. On returning to the parking area, he found his transportation had been removed with other "junk." The bank paid him the blue book price.

If all goes as planned, CDC will soon become The Georgia Development Corporation. The name change reflects the bank's goal of attracting a broad capital base for the operation of a corporation with functions beyond those of CDC.

'Ain't Just Whistling Dixie'

To finance this expanded plan, C&S proposes to contribute the $2 million currently invested in CDC and to sell another $3 million worth of stock to other businesses—primarily to those that are Georgia-based. After the initial $5 million capitalization has been achieved, The Georgia Development Corporation will go to national companies with major plant facilities in Georgia for additional financing.

Included in the mission of the new corporation—in addition to the activities of the present CDC—will be ownership and operation of child care centers in disadvantaged areas. There will also be a concerted effort to bring companies to Georgia which are willing to locate plants in or near underdeveloped communities throughout the State.

When asked what Lane is doing in community development, one of his key associates answered, "He ain't just whistling Dixie"—another way of saying Mills Lane has no chauvinistic or parochial delusions about a way of life "gone with the wind."

He has C&S in the forefront of correcting some centuries-old mistakes, moving disadvantaged, underprivileged people, black and white, smack into the middle of the mainstream. He's doing some things some people insist cannot be done: He's moving the South itself more into the national mainstream. "We bankers must grapple with the socioeconomic problems of our times," Lane said. "After all, they represent opportunities for economic growth. Profits, that's the name of the game." □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. Requests for copies of other free publications listed should be sent directly to the Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

1971 Manpower Report of the President

Annual report to the Congress, prepared by the Department of Labor, analyzing the state of the Nation's manpower and discussing programs and activities in the manpower field. Covers such topics as Administration's recommendations on manpower revenue sharing, employment and unemployment record, recent developments in manpower programs, cities' critical labor market problems, rural manpower dilemma, and manpower requirements generated by government expenditures. $2.50.

Job Descriptions and Organizational Analysis for Hospitals and Related Health Services, Revised Edition, 1971

Manpower Administration book, prepared in collaboration with American Hospital Association, updates original volume published in 1952. Provides information on 238 occupations currently found in hospitals and describes organizational patterns and functional responsibilities in hospital staffing. Contains occupational information on job opportunities for the disadvantaged, formulating career ladders or progressions in hospital occupations, structuring jobs, organizing work activities and employee training, and related activities. $4.25.

Relating General Educational Development to Career Planning

Manpower Administration booklet designed as a guide for individuals involved in interviewing, counseling, curriculum planning, and related human resources development activities. Contains a technique for appraising and relating educational level of an individual with requirements of jobs, and illustrations of application of these techniques in interviewing and counseling situations based on information obtained from operational personnel in programs concerned with youth and the disadvantaged. 50 cents.

Dual Careers

Manpower Administration report sets stage for 5-year study of labor market behavior of women in U.S. who were 30 to 44 years of age in 1967. Based on interviews conducted in mid-1967, analyzes present status and attitudes of the women in relation to the labor market, as well as their prior work experience and their plans for the future. $2.25.

Characteristics of Workers in Large States and Standard Metropolitan Statistical Areas—1970

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National Survey of Professional, Administrative, Technical, and Clerical Pay, June 1970

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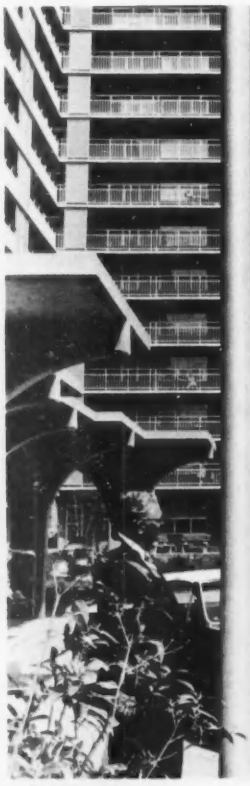

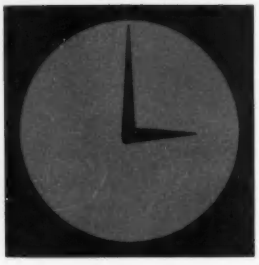

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